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THE UNIVERSITY OF ALBERTA

A SURVEY OF CERTAIN FEATURES OF THE ALBERTA
COUNTY SYSTEM, 1969

by



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A THESIS

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The undersigned certify that they have read and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "A Survey of Certain Features of the Alberta County System, 1969," submitted by Lloyd Edwin Symyrozum in partial fulfilment of the requirements for the degree of Master of Education.

ABSTRACT

The purpose of this study was to survey the present composition and internal organization of Alberta county councils, to note the characteristics of the composition and internal organization of county systems, and to relate any anomalies and inequities that might exist in the county form of local government. Examination of the literature indicated that research about the Alberta county system was very limited. This study provides information about the county system that was not available previous to this time. The data for the study were obtained from interviews and from a questionnaire completed by each county system as well as from various Alberta Government records and publications.

The study was divided into four parts which deal respectively with the present composition and growth of county systems, the internal organization of county councils, the characteristics of the composition and internal organization of county councils, and a discussion of some of the anomalies and inequities of the county system of local government.

The study showed that there are thirty rural county systems in operation in Alberta. The trend since 1960 has been to establish seven electoral divisions in each county formed. Committees are usually appointed in Alberta county systems to be responsible for municipal matters, school affairs, and agricultural programs.

School electors living within the municipal boundaries of towns and villages whether independent or included in the county for school purposes did not enjoy the same number and kinds of political

rights and privileges as the rural school electors of the county.

The study concluded that the county form of local government has been favorably received by the rural residents of the province and that it is likely that more county systems will be formed in the future.

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Chapter 1

INTRODUCTION

BACKGROUND OF THE STUDY

The Alberta County Act was given royal assent on April 5, 1950, and came into force on July 1 that same year. The county system was described by governmental officials as "the final logical step in the evolution of local government in Alberta."¹

The County Act originally provided for the amalgamation of municipal, school, and hospital districts under a single governing authority. However, it was soon discovered that it was not feasible to place the governance of hospital affairs under the jurisdiction of county councils.² With this exception the unique feature of the Alberta County Act was that it provided for the administration of municipal and school affairs in the rural areas of the province, by a single governing body known as the county council.

Introduction of the county form of local government was proclaimed to have decided advantages for the rural districts in Alberta. It was contended that the county system would facilitate economy of

¹Alberta Department of Education and Department of Municipal Affairs, After Ten Years: The Alberta County System (Edmonton: The Queen's Printer, 1961), p. 5.

²Eric J. Hanson, Local Government in Alberta (Canada: McClelland and Stewart Limited, 1956), p. 68.

administration, yield greater return for the tax dollar, ensure comprehensive responsibility on the part of locally elected bodies, and result in the least duplication of effort in providing local services.³

Although rural areas were encouraged to adopt the county system, the Act provided for the establishment of only four such units on an experimental basis. The Provincial Government would not incorporate a county unless a resolution was received from a council of a municipality or the board of a school division requesting the formation of a county in a specified area.⁴ A popular vote of the electors in the municipality and school division concerned was not required before a county system could be established. It was assumed that the group making the request had general support throughout the proposed county.⁵

However, provision was made in the Act for a plebiscite to be held in each county at the end of a four year trial period to determine whether the system would be retained or discontinued. From 1951 to 1955, a total of four counties was established in different areas of the province. The results of the compulsory vote at the end of the four year trial period indicated that proprietary electors favored retention of the county system in each of the counties that had been

³Alberta Department of Municipal Affairs, The Alberta County System (Edmonton: The Queen's Printer, 1959), p. 10.

⁴The County Act, Revised Statutes of Alberta, 1955, Chapter 64, Section 4.

⁵Alberta Department of Municipal Affairs, op. cit., p. 11.

established.⁶

The apparent success of the county form of local government led to an amendment of the County Act in 1958, which excluded the mandatory vote.⁷ This amendment did not exclude the possibility of a plebiscite, but rather it stipulated that before a plebiscite would be held a petition must be received "from at least ten per cent of the proprietary electors of the county" by the county council.⁸

As of January 1, 1969, a total of thirty-one county systems was established throughout the rural areas of Alberta. However, on July 12, 1965, the then County of Sturgeon No. 15 elected to revert to its former status, of a Municipal District and a School Division, leaving the number of counties in operation at thirty. The Minister of Education and the Minister of Municipal Affairs, in 1962, expressed the success of the county system of local government in Alberta in the following way:

Contrary to prediction of those opposed to the introduction of the county system in the rural areas, experience has shown that school services have not been relegated to a secondary position in competition with public works and other municipal services. Fears expressed for the loss of local autonomy also have proven groundless, for the rights of county authorities as compared with those of other forms of local government have never been in a stronger, healthier condition.⁹

Notwithstanding the proclaimed advantages of the county system

⁶Alberta Department of Education and Department of Municipal Affairs, op. cit., p. 6.

⁷Alberta Department of Municipal Affairs, op. cit.

⁸The County Act, op. cit., Section 4a.

⁹Alberta Department of Education and Department of Municipal Affairs, In Other Words. . . An Explanation of the Municipal and School Administration Act (Edmonton: The Queen's Printer, 1962), p. 1.

of local administration, there remains in the rural part of the province a total of eighteen municipal districts and twenty-nine school divisions in operation.

Even though the county system has not been adopted by all local rural areas, the county idea of administration has been extended into urban government. The Alberta Legislature, at its 1962 session, passed the Municipal and School Administration Act which provided for the merger of municipal and school administration in cities and towns.¹⁰ Up to the present time, only two urban centres, the Town of Devon and the Town of Swan Hills, have adopted this type of local government.

The County Act was further amended in 1967 to allow an Improvement District and its related towns, villages, and school divisions to merge their administrations into one metropolitan county.¹¹ At present, there have been no metropolitan counties established in the province.

THE PROBLEM

Statement of the Problem

The purpose of this study was threefold:

1. To survey the present composition and internal organization of Alberta county councils.
2. To note characteristics of the composition and internal organization of Alberta county systems since their incorporation.

¹⁰The Municipal and School Administration Act, Revised Statutes of Alberta, 1962, Chapter 54.

¹¹The County Act, op. cit., Section 3a (2).

3. To relate any anomalies and inequities that might exist in the county form of local government.

More specifically, the scope of the study may be indicated by stating a number of sub-problems in question form.

Sub-problems

1. What is the present composition and internal organization of Alberta county councils?
 - 1.1 What is the composition of the municipal committee?
 - 1.2 What is the internal organization of the municipal committee:
 - 1.21 What use is made of standing committees?
 - 1.22 What use is made of ad hoc committees?
 - 1.3 What is the composition of the school committee?
 - 1.31 How many county councillors serve on the school committee?
 - 1.32 What representation is afforded to towns, villages, and rural school districts outside the outer boundaries of the county on the school committee?
 - 1.33 How many county councillors are electors of school districts not included within the county for school purposes?
 - 1.34 What is the population of each county in relation to the towns and villages that are included in the county for school purposes?

- 1.4 What is the internal organization of the school committee?
 - 1.41 What use is made of standing committees?
 - 1.42 What use is made of ad hoc committees?
- 1.5 What committees, other than the municipal and school committees, are established by county councils?
- 1.6 What representation is made by the county councils to other boards and organizations?
- 1.7 What administrative and supervisory staff are employed in county systems?
 - 1.71 What would be the allocation of duties for such staff?
 - 1.72 What would be the typical organizational chart for an Alberta county system?
2. What characteristics can be noted for the composition and internal organization of Alberta county councils as far as they can be ascertained for the various items in sub-problem 1?
3. What anomalies and inequities, if any, arise from the present composition and organization of Alberta county councils?

NEED FOR THE STUDY

An examination of the current literature indicates that there is limited information about the composition and internal organization of Alberta county councils. These aspects of the county form of local government have not been reported in any detail. The present study, then, by an analysis of the present composition and internal organization of county systems, and by a brief look at trends emerging in the period from 1951 to 1969, may help bring the record up to date.

A second reason for the study is that there are indications that county systems are likely to increase in number in the rural area of the province.¹² Thus, the study will provide useful information for the establishment of such systems. The study may also be of value to existing county councils.

The final reason for the study is that if anomalies and inequities do exist in county systems not only internally, but in comparison with municipal districts and school divisions, it would be useful to point these out at this time.

DELIMITATIONS

This study was delimited to a survey of all rural county systems that have been established as of January 1, 1969, and that are currently in operation. The study centers on composition and internal

¹²John W. Chalmers, Schools of the Foothills Province: The Story of Public Education in Alberta (Published for the Alberta Teachers' Association by University of Toronto Press, 1967), p. 303.

organization of county councils; hence, investigation of the moneys spent in counties and school divisions, and a comparison of services and benefits found in the two kinds of units are matters excluded from the thesis.

LIMITATIONS

The study is limited by the information obtained through interviews, responses made on questionnaires, and accuracy of departmental records and documentary materials. It is also further limited by the writer's interpretation of such information, records, and materials. And finally, the study is limited by the fact that the survey was made in two stages. All counties established as of January 1, 1967, were surveyed in 1967, and the remaining three counties established in 1968 and 1969, were surveyed in 1969.

ASSUMPTIONS

It was assumed that there was little change in the composition and internal organization of county councils from 1967 to 1969 since there were no significant amendments to the County Act until the 1969 Legislative session. It was also assumed that the amendment to Section 17 (4) of the County Act in 1969, concerning representation of towns and villages included in the county for school purposes, was adhered to by each county system in making appropriate changes in their representation schemes.

STATEMENT OF TERMS USED

The following terms are thought to be basic to the study. The definition of other terms will be given in the context in which they are used.

Types of School Districts

School districts are referred to by a number of adjectives in the literature. In the Alberta educational system, school districts that are classified as being rural, village, town, or city are further differentiated as being public or separate, and divisional or non-divisional. Consolidated school districts are classified as being only public and non-divisional. A school division which is usually composed of public school districts only, may by a special inclusion agreement have jurisdiction over a separate school district. The manner in which school districts are classified in Alberta is shown in Figure I.

Public school district. A public school district is one that is established by an order in writing by the Minister of Education in "any portion of the province with no restriction in terms of size."¹³ Prior to 1967, such districts could not exceed four miles in length or breadth except by a special dispensation. At present, "any three residents in any portion of the province may petition the Minister to establish that portion as a public school district."¹⁴

¹³The School Act, Revised Statutes of Alberta, 1955, Chapter 297, Section 5a.

¹⁴Ibid., Section 6(1).

FIGURE 1
CLASSIFICATION OF SCHOOL DISTRICTS IN ALBERTA

Type of district	Major Classification		Further Differentiation	
	Public	Separate	Divisional	Non-Divisional
Rural	x	x	x	x
Village	x	x	x	x
Town	x	x	x	x
City	x	x	x	x
Consolidated	x			x

Separate school district. A separate school district is one that is established coterminous with a public school district by a Protestant or Roman Catholic minority provided that the majority of the electors of the religious minority indicate a desire to form such a district.¹⁵ After the establishment of a separate school district, all persons of the faith in which the name of the separate school district is established, are considered to be separate school supporters so long as they reside in the district.

Divisional district. A divisional district is one that is "included in a division or county."¹⁶

Non-divisional district. A non-divisional district is one that is "not included in a division or county."¹⁷

Rural school district. A rural school district is one "no part of which is within the limites of a city or town or of a village other than a summer village."¹⁸

Village school district. A village school district is one that is "situated wholly or in part within the limits of a village, other than a summer village, but does not include a consolidated district."¹⁹

¹⁵Ibid., Section 9(1). ¹⁶Ibid., Section 2f.

¹⁷Ibid., Section 2p. ¹⁸Ibid., Section 2u.

¹⁹Ibid., Section 2gg.

Town school district. A town school district is one that is "situated wholly or in part within the limits of a town, other than a consolidated district."²⁰

City school district. A city school district is one that is "situated wholly or in part within the limits of a city."²¹

Consolidated school district. A consolidated school district is one that is formed from "two or more non-divisional districts."²²

School Division

A school division is a large unit of school administration created from "any number of rural public school districts not being districts included in a consolidated district."²³ Normally, the board is composed of not less than three and not more than five elected representatives from sub-divisions established by the Minister.

Since school divisions can be created only from rural public school districts, the inclusion of other types of school districts in a division must take place after the initial establishment. An agreement must be reached between the board of trustees of the town, village, city, consolidated or separate school district requesting the inclusion and the accepting divisional board.

A superintendent of schools, employed by the Department of Education, exercises general supervision over all schools in the

²⁰Ibid., Section 2dd. ²¹Ibid., Section 2b.

²²Ibid., Section 22(1). ²³Ibid., Section 23(1).

division. It is the responsibility of the superintendent to "confer with the board of the division and advise the Board concerning the educational problems and needs of the division."²⁴

County

A county is a form of local government designed to administer the municipal affairs and educational functions in the rural parts of Alberta. The Lieutenant Governor in Council may establish a county provided that

. . .the Minister of Municipal Affairs or the Minister of Education has received a copy of a resolution requesting the establishment of a county in a specified area from and passed by the council of a municipality or the board of trustees of a school division which, in either case, comprises the major part of the area.²⁵

Once a county is established, the county council

. . .has and shall exercise all the rights, powers, privileges, duties and functions conferred on (a) a council by The Municipal Government Act in respect of municipal matters, and (b) a board of trustees of a school division by The School Act in respect of school matters.²⁶

In addition, a county system of local government has the following characteristics:

1. The county ordinarily has boundaries that are coterminous for municipal and school purposes.
2. A county usually occupies about the same number of square miles as the average school division or municipal district in the province.

²⁴Ibid., Section 199 (a).

²⁵The County Act, op. cit., Section 4. ²⁶Ibid., Section 13.

3. Municipal and school business, except for a few matters reserved unto the county council, is conducted by committees of the elected council. The school committee is supplemented by elected representatives from towns, villages, and rural public school districts outside the outer boundaries of the county, that are included within the county for school purposes.
4. The county council consists of not more than eleven elected representatives, from subdivisions in the county. The number of electoral divisions within a county was always an odd number prior to an amendment of the County Act in 1970.
5. A provincially employed superintendent of schools assumes the same responsibilities in a county system as previously stated for a superintendent in a school division. However, a provision has been made in The School Act for a county or a school division to appoint a superintendent locally.²⁷

Municipal District

A municipal district is a large unit of local government organized for municipal purposes such as road building and maintenance, public welfare, water drainage, fire protection, weed control, property assessment and tax collection.²⁸

²⁷The School Act, op. cit., Section 198 (2).

²⁸The Municipal Government Act, Revised Statutes of Alberta, 1968, Chapter 68.

Composition of a County Council

Composition of a county council is a term used to describe the number of elected individuals that are formally given the responsibility by provincial statute to administer the municipal affairs and educational matters in a particular area of the Province.

Internal Organization of a County Council

Internal organization of a county council is a term used to describe the manner in which the elected individuals who make up the county council assign particular tasks to their own membership in order to administer the municipal affairs and the educational matters of the area under their jurisdiction.

COLLECTION OF DATA

Primary Sources

Interviews were conducted in each of the county systems in Alberta. An explanatory letter, outlining the purpose of the study, was sent to each secretary-treasurer and superintendent concerned. Secretary-treasurers were asked to indicate, on a prepared interview schedule, the time and days when such an interview could be held. A letter confirming the date of the visit, as well as a copy of the questionnaire that was used as a basis for discussion during the interview, was sent to each secretary-treasurer and superintendent. The letters sent to secretary-treasurers and superintendents, the prepared interview schedule, and the questionnaire are shown in the appendix. The persons interviewed in each county system are summarized in Table 1.

Table 1
Persons Interviewed in Each of the
County Systems

Persons interviewed	Number of counties
Secretary-Treasurer only	11
Superintendent only	1
Secretary-Treasurer and Superintendent	11
Secretary-Treasurer and Assistant Secretary-Treasurer	2
Superintendent and Assistant Secretary Treasurer	1
Secretary-Treasurer, Superintendent and Assistant Secretary-Treasurer	<u>4</u>
Total	30

Additional Sources

In addition to the information received from interviews conducted in each county system, other data were obtained from the Department of Education and the Department of Municipal Affairs. Government statutes and documentary materials were also used.

ORGANIZATION OF THE STUDY

This chapter has been concerned with the background of the study, the statement of the problem and sub-problems, the statement of basic terms used, and the collection of data for the study. Chapter 2 gives a summary of the composition and growth of county systems in Alberta. Chapter 3 discusses the internal organization of county councils in Alberta. Chapter 4 relates the characteristics of the composition and internal organization of Alberta county systems. Chapter 5 contains a discussion of some of the anomalies and inequities that are present in the Alberta county system. And finally, Chapter 6 presents the major findings of the study, conclusion and recommendations for further study.

Chapter 2

COMPOSITION AND GROWTH OF THE ALBERTA COUNTY SYSTEM

The purpose of this chapter is to present a summary of the composition and growth of the county system of local government in Alberta.

FORMATION OF COUNTIES

Before an order can be issued by the Lieutenant Governor in Council to establish a county, the Minister of Municipal Affairs or the Minister of Education must receive

. . . a copy of a resolution requesting the establishment of a county in a specified area from and passed by the council of a municipality or the board of a school division which, in either case, comprises the major part of that area.²⁹

In the thirty-one counties established to date, twenty-one resolutions were submitted by councils of municipal districts, two resolutions were submitted by boards of school divisions, and eight resolutions were submitted jointly by councils of municipal districts and boards of school divisions. Table 2 shows the origin of each resolution that was submitted to the Provincial Government to establish a county.

²⁹The County Act, Revised Statutes of Alberta, 1955, Section 4.

Table 2

Origins of Resolutions to Establish County
Systems in Alberta

Number of county	Resolution submitted by:		
	Municipal district council	School divisional board	Municipal district council and school divisional board
1	x		
2	x		
3	x		
4	x		
5	x		
6			x
7		x	
8	x		
9	x		
10	x		
11			x
12			x
13	x		
14	x		
15	x		
16			x
17	x		
18			x
19	x		
20			x
21			x
22	x		
23	x		
24	x		
25	x		
26		x	
27			x
28	x		
29	x		
30	x		
31	x		

Source: Records of the Department of Municipal Affairs.

ESTABLISHMENT OF COUNTY SYSTEMS IN ALBERTA

On January 1, 1951, the first two rural counties were established in Alberta. Since that time a total of thirty-one counties have been incorporated throughout the province. Only one of these systems, the former County of Sturgeon No. 15, has reverted to its former status of a municipal district and a school division. The date of incorporation, the area in townships, the population, and the number of councillors in each county established are shown in Table 3.

The number of county councillors in each county is established by the Lieutenant Governor in Council at the time of formation of the county.³⁰ At present, two counties have eleven councillors, five counties have nine councillors, twenty-one counties have seven councillors, and two counties have five councillors. By an examination of the last column in Table 3, it is apparent that the counties established in the period 1951 to 1959 had more county councillors than did those counties that were established in the period 1961 to 1969. In 1969 the average population of an Alberta county was 7,121. The average area of each county was 41.0 townships.

PLEBISCITES FOR RETENTION OF COUNTY SYSTEM

As was noted earlier in Chapter 1, provision was made initially in the County Act for a plebiscite to be taken in each county after a period of four years of operation to determine whether the electors

³⁰Ibid., Section 3(1)(c).

Table 3
County Systems Established in Alberta

Date of incorporation effective January 1	County	Area in townships	Population in 1969	No. of councilors
1951	County of Grande Prairie No. 1	58.6	8,697	11
	County of Vulcan No. 2	60.9	4,330	11
1952	County of Ponoka No. 3	33.4	8,392	7
1953	County of Newell No. 4	65.3	5,898	9
1954	County of Warner No. 5	46.8	4,382	9
1955	County of Stettler No. 6	43.6	5,640	9
	County of Thorhild No. 7	22.3	4,324	7
1958	County of Forty Mile No. 8	80.3	4,104	9
	County of Beaver No. 9	37.0	6,009	7
	County of Wetaskiwin No. 10	35.1	8,435	7
1959	County of Barrhead No. 11	26.1	5,467	7
	County of Athabasca No. 12	48.1	6,147	9
1961	County of Smoky Lake No. 13	28.1	4,028	7
	County of Lacombe No. 14	29.6	8,367	7
	County of Sturgeon No. 15			
	County of Wheatland No. 16	51.6	5,062	7
	County of Mountain View No. 17	40.7	8,656	7
	County of Paintearth No. 18	35.1	3,227	7
	County of St. Paul No. 19	38.3	6,710	7
	County of Strathcona No. 20	15.8	16,185	5
1963	County of Two Hills No. 21	28.7	5,528	7
	County of Camrose No. 22	37.1	8,285	7
	County of Red Deer No. 23	42.7	12,943	7
1964	County of Vermilion River No. 24	54.4	7,910	7
	County of Leduc No. 25	37.4	10,294	7
	County of Lethbridge No. 26	31.5	9,506	7
1965	County of Minburn No. 27	40.7	5,591	7
	County of Lac Ste. Anne No. 28	31.1	6,687	7
1968	County of Flagstaff No. 29	43.2	5,977	7
	County of Lamont No. 30	23.0	5,872	5
1969	County of Parkland No. 31	38.8	10,964	7
Average		41.0	7,121	

Source: Records of the Department of Municipal Affairs.

avored retention of the county system. The results of the compulsory plebiscite in the first five counties to be incorporated are noted in Table 4.

Because of the apparent success of the county system, the County Act was amended in 1958 to make such a vote optional. Only two counties, the County of Thorhild No. 7 and the County of Sturgeon No. 15, have held plebiscites since 1958. The electors in the County of Thorhild, in 1959, voted 812 to 141 in favor of retention.³¹ The plebiscite was defeated in the County of Sturgeon No. 15 in 1965.

EXPERIENCE OF COUNTY COUNCILLORS IN MUNICIPAL AND SCHOOL AFFAIRS

By 1969 a total of 224 elected individuals were serving on county councils throughout Alberta. At the time the survey was taken in each county, 204 of the 224 (91.1 per cent) county councillors had served on the municipal committee and the same number had served on the school committee. The number of county councillors who had served previously as municipal district councillors was 102 (45.5 per cent). The number of county councillors who had served as school divisional trustees was 21 (9.4 per cent). Table 5 shows the experience of county councillors in municipal and school affairs at the time the survey was taken.

³¹ Alberta Department of Education and Department of Municipal Affairs, After Ten Years: The Alberta County System (Edmonton: The Queen's Printer, 1961), p. 7.

Table 4
Results of Compulsory Plebiscite for
Retention of County System

Name of county	Date of vote	Number of votes:		Percentage of votes:	
		For	Against	For	Against
		Retention		Retention	
Grande Prairie No. 1	Jan.15,1955	1,039	462	69.2%	30.8%
Vulcan No. 2	Jan.15,1955	739	432	62.2	37.8
Ponoka No. 3	Jan.14,1956	391	210	65.0	35.0
Newell No. 4	Feb.2, 1957	239	48	83.3	16.7
Warner No. 5	Jan.4, 1958	376	97	79.1	20.9

Source: Department of Municipal Affairs.

Table 5
Experience of County Councillors (N=224) in Municipal
and School Affairs at Time of Survey

Type of experience	Number of councillors	Percentage of councillors
Municipal committee	204	91.1%
School committee	204	91.1
Former municipal district councillor	102	45.5
Former school divisional trustee	21	9.4

COMPOSITION OF THE MUNICIPAL COMMITTEE

The County Act states that a county council at its organizational meeting each year

. . .shall appoint a municipal committee which shall consist of not less than three members of the council, one of whom shall be designated as the committee chairman.³²

It becomes the responsibility of the municipal committee to "exercise on behalf of the county council all the duties and powers that are conferred upon or exercised by a council" under the Municipal Government Act, except for matters in Section 20.³³

In surveying the county systems throughout the province, it was found that the municipal committee consisted of all members of the county council in twenty-five county systems. The remaining five county systems appointed only part of the county council to the municipal committee as shown in Table 6. In each of the municipal committees indicated in Table 6, the reeve serves as an ex officio member of the committee.

COMPOSITION OF THE SCHOOL COMMITTEE

The school committee of the county council is appointed each year at the organizational meeting. No fewer than three members of the council must be appointed to the school committee. Representatives from towns, villages, and school districts outside the outer boundaries of county, that are incorporated into a county for school administrative

³²The County Act, op. cit., Section 15(1). ³³Ibid., Section 20.

Table 6

Size of Municipal Committee in Those County
Systems Where Only Part of the County
Council is Appointed to the
Municipal Committee

Number of councillors serving on municipal committee	Number of councillors on county council
5	11
5	11
5	9
4	9
3	7

purposes only, are appointed to the school committee pursuant to sections 16a, 17 and 17a of the County Act. Any person who is an elector of a school district that is not included in the county for school purposes is not eligible to be elected or appointed to the school committee.³⁴

Representation of Towns and Villages

Prior to 1969 the representation of towns and villages included in the county for school purposes was ordinarily limited to three representatives. Where the number of towns and villages exceeded three, the County Act stipulated that the representatives from each town and village would meet and determine the system of representation on the school committee. If, however, any town or village "would qualify as a separate subdivision" of a school division, by having 250 or more resident pupils, that particular town or village would receive a permanent representative on the school committee.³⁵ On the other hand, if any town or village had a resident pupil population "in excess of 40 per cent of the total enrolment of the schools under the jurisdiction of the school committee," that particular town or village was entitled to elect two permanent representatives to the school committee.³⁶ The total number of appointed members to the school committee, other than county councillors, could, under these circumstances, total five

³⁴An amendment to the County Act, Section 16(3) in 1970. Prior to this time only separate school district supporters were not eligible to be elected or appointed to the school committee.

³⁵The County Act, op. cit., Section 17(2).

³⁶Ibid., Section 17(3b).

in number.

The composition of school committees prior to the amendment of Section 16(a) of the County Act in 1969 is shown in Table 7. Only five of the thirty county councils appointed part of the council to the school committee, whereas the remaining twenty-five county councils appointed the council as a committee of the whole to serve on the school committee. Out of the 128 towns and villages included in counties for school purposes, 28 towns and 9 villages had permanent representation on school committees. Of the 37 towns and villages having permanent representation on school committees, only 23 of these would qualify as a subdivision of a school division.³⁷ The remaining 14 towns and villages received permanent representation on school committees because there were at most 3 small towns and villages within the county.

Further examination of Table 7 indicates that all the towns and villages in only ten county systems enjoyed permanent representation on the school committee of each county council.

The average size of a school committee prior to the amendment of Section 16(a) of the County Act in 1969 was 9.5 members. If all of the county councillors would have been appointed to the school committee in each county, the average would have been 10.0 members.

The counties that had a rotational system for representation from towns and villages on school committees is shown in Table 8. Counties that had a representational arrangement other than a rotational

³⁷The School Act, op. cit., Section 38.

Table 7

Composition of School Committees Prior to Amendment
of Section 16(a) of the County Act in 1969

County system identifier ^a	No. of county councillors	Councillors appt'd to school com.	Permanent town repr.	Permanent village repr.	Perm. rural school district repr.	No. of T/V in county	No. of T/V repr. appt'd by rot.	No. of T/V in rotation	T/V repr. appt'd other than rot.	No. of T/V in repr. scheme	T/V with 250 or more res. pupils	T/V with perm. representation	T/V with more than 40% total pup. enr.	T/V having two perm. repr.	Size of school committee	Possible size of school committee
a	7	7	2	0	0	5	1	3	0	0	2	2	0	0	10	10
b	11	5	1	0	0	4	2	3	0	0	1	1	0	0	8	14
c	5	5	0	0	0	5	3	5	0	0	0	0	0	0	8	8
d	11	6	1	0	0	6	0	0	2	5	1	1	0	0	9	14
e	7	7	0	0	0	10	0	0	3	10	0	0	0	0	10	10
f	7	4	3	0	0	2	0	0	0	0	1	1	1	1	7	10
g	7	7	1	0	1	4	1	3	0	0	1	1	0	0	10	10
h	9	9	0	0	0	4	3	4	0	0	0	0	0	0	12	12
i	7	7	1	0	0	5	2	4	0	0	1	1	0	0	10	10
j	9	5	1	0	0	4	2	3	0	0	1	1	0	0	8	12
k	7	7	2	1	0	3	0	0	0	0	1	1	0	0	10	10
l	9	9	0	0	0	4	3	4	0	0	0	0	0	0	12	12
m	7	7	2	0	0	6	1	4	0	0	2	2	0	0	10	10
n	7	7	1	2	0	3	0	0	0	0	1	1	0	0	10	10
o	7	7	1	0	0	5	0	0	2	4	1	1	0	0	10	10
p	9	4	1	2	0	3	0	0	0	0	0	0	0	0	7	12
q	7	7	2	0	0	6	1	4	0	0	2	2	0	0	10	10
r	7	7	0	0	0	4	3	4	0	0	0	0	0	0	10	10
s	7	7	0	0	0	8	0	0	3	8	0	0	0	0	10	10
t	7	7	0	1	0	1	0	0	0	0	0	0	0	0	8	8
u	7	7	0	0	0	5	3	5	0	0	0	0	0	0	10	10
v	7	7	1	1	1	2	0	0	0	0	1	1	0	0	10	10
w	5	5	1	0	0	1	0	0	0	0	1	1	0	0	6	6
x	9	9	1	1	1	2	0	0	0	0	1	1	0	0	12	12
y	7	7	1	0	0	1	0	0	0	0	0	0	0	0	8	8
z	7	7	0	0	0	4	3	4	0	0	0	0	0	0	10	10
aa	7	7	2	1	0	3	0	0	0	0	0	0	0	0	10	10
bb	7	7	1	0	0	7	0	0	2	6	1	1	0	0	10	10
cc	7	7	3	0	0	5	1	2	0	0	3	3	0	0	11	11
dd	7	7	0	0	0	6	3	6	0	0	1	1	0	0	10	10

^aEach county system is identified by a letter or letters. The identifiers are the same used for each county system throughout the thesis.

Table 8

Counties Having Rotational Systems for Town and
 Village Representation on the School Committee
 Prior to Amendment of Section 16(a) of
 The County Act in 1969

County system identifier	No. of T/V with perm. rep.	No. of T/V rep. appointed by rotation	No. of T/V included in rotation
a	2	1	3
b	1	2	3
c	0	3	5
g	1	1	3
h	0	3	4
i	1	2	4
j	1	2	3
l	0	3	4
m	2	1	4
q	2	1	4
r	0	3	4
u	0	3	5
z	0	3	4
cc	3	1	2
dd	0	3	6
	13	32	58

system are shown in Table 9. Usually, towns and villages that are not part of a rotation scheme for representation on school committees, meet annually to determine which representatives from the towns and villages are to serve on the school committee. Under this system of deciding school committee representation, any particular town or village might never have direct representation.

After the amendment of Section 16(a) of the County Act in 1969, the number of town and village representatives that can be appointed to the school committee is equal to the number of electoral divisions in the county.³⁸ Should the number of towns and villages exceed the total number of electoral divisions in the county, a system of rotation for towns and villages included in the county for school purposes is necessary.³⁹ The composition of school committees in Alberta county systems at the present time is shown in Table 10. The average size of a school committee is 11.0 members. The number of members added to each school committee as the result of the amendment of Section 16(a) is shown in Table 11. The size of school committees is summarized in Table 12.

Representation of Rural School Districts Outside a County

The rural school districts situated outside the outer boundaries of a county that are incorporated into a county for school administrative purposes only are afforded representation on the school committee "as if they were a town" school district included in the county

³⁸ The County Act, op. cit., Section 16(5).

³⁹ Ibid., Section 16(b)(1).

Table 9

Counties Having Representational Schemes Other Than
Rotation for Town and Village Representation on
The School Committee Prior to the Amendment
of Section 16(a) of the County Act in 1969

County system identifier	No. of T/V with perm. rep.	No. of T/V rep. app'd from rep. scheme	Total no. of T/V in rep. scheme
d	1	2	5
e	0	3	10
o	1	2	4
s	0	3	8
bb	1	2	6
Totals	3	12	33

Table 10

Composition of School Committees After the Amendment
of Section 16(a) of the County Act in 1969

County system identifier	No. of county councillors	Councillors appt'd to school com.	Perm. town & village repr.	Perm. rural school dist. repr.	T/V repr. appt'd by rotation	T/V incl. in rotation	Members added after 1969 amendment	Size of school com. in 1969	Possible size of school com.
a	7	7	5	0	0	0	2	12	12
b	11	5	4	0	0	0	1	9	15
c	5	5	5	0	0	0	2	10	10
d	11	6	6	0	0	0	3	12	17
e	7	7	7	0	7	10	4	14	14
f	7	4	3	0	0	0	0	7	10
g	7	7	4	1	0	0	2	12	12
h	9	9	4	0	0	0	1	13	13
i	7	7	5	0	0	0	2	12	12
j	9	5	4	0	0	0	1	9	13
k	7	7	3	0	0	0	0	10	10
l	9	9	4	0	0	0	1	13	13
m	7	7	6	0	0	0	3	13	13
n	7	7	3	0	0	0	0	10	10
o	7	7	5	0	0	0	2	12	12
p	9	4	3	0	0	0	0	7	12
q	7	7	6	0	0	0	3	13	13
r	7	7	4	0	0	0	1	11	11
s	7	7	7	0	7	8	4	14	14
t	7	7	1	0	0	0	0	8	8
u	7	7	5	0	0	0	2	12	12
v	7	7	2	1	0	0	0	10	10
w	5	5	1	0	0	0	0	6	6
x	9	9	2	1	0	0	0	12	12
y	7	7	1	0	0	0	0	8	8
z	7	7	4	0	0	0	1	11	11
aa	7	7	3	0	0	0	0	10	10
bb	7	7	7	0	0	0	4	14	14
cc	7	7	5	0	0	0	1	12	12
dd	7	7	6	0	0	0	3	13	13

Table 11

Number of School Committee Members Added After
Amendment of Section 16(a) of The County Act

No. of members added	No. of counties
0	10
1	7
2	6
3	4
4	3

Table 12

Size of School Committees After The Amendment of
Section 16(a) of The County Act in 1969

No. of members	No. of counties
6	1
7	2
8	2
9	2
10	5
11	2
12	8
13	5
14	3

for school purposes.⁴⁰ As noted in Table 7, only three counties have rural school districts outside their outer boundaries included in their systems for school purposes. For each of these county systems the rural school districts, included for school purposes, collectively have a permanent representative on the school committee.

COMPOSITION OF OTHER COMMITTEES

The County Act specifically provides for the establishment of a municipal committee and a school committee. However, the county council is required by Statute to establish committees found in other acts.⁴¹ The Agricultural Committee and the Court of Revision are two particular examples in point.

The Agricultural Committee

The Agricultural Service Board Act specifies that "each year a county council shall appoint an agricultural committee which shall consist of not less than three members of the council."⁴² The duties associated with the work of the agricultural committee are as follows:

- (a) to act as an advisory body and to assist the council or the Minister of Municipal Affairs, as the case may be, and the Minister of Agriculture, in matters of mutual concern,
- (b) to advise on the organizing and directing of weed control and soil and water conservation programs,
- (c) to assist in the control of livestock disease under The Livestock Diseases Act,

⁴⁰ Ibid., Section 17a(2). ⁴¹ Ibid., Section 24.

⁴² The Agricultural Service Board Act, Revised Statutes of Alberta, 1955, Chapter 9, Section 9a(1).

- (d) to advise with respect to and assist in proper land utilization with a view to improving the economic welfare of the farmer and
- (e) to promote and develop agricultural policies to meet the needs of the district.⁴³

The size of the agricultural committees established in county systems is shown in Table 13. Thirteen of the counties appointed the county council as a committee of the whole to serve as the agricultural committee.

Court of Revision

The Municipal Taxation Act states that in every municipality a court of revision must be established. The purpose of such a body is to hear and to deal with any complaints and appeals concerning assessment.⁴⁴ No more than five members may be appointed to the court of revision.⁴⁵ Each of the county councils in Alberta appoints five councillors to the court of revision.

COMPOSITION BY POPULATION OF ALBERTA COUNTIES AND TOWNS AND VILLAGES INCLUDED FOR SCHOOL PURPOSES

The composition by population of Alberta counties and town and villages included for school purposes is shown in Table 14. The average population of a county is 7,121 and the average total population of towns and villages included within a county for school

⁴³Ibid., Section 9.

⁴⁴The Municipal Taxation Act, Revised Statutes of Alberta, 1967, Chapter 54, Section 36(1).

⁴⁵Ibid., Section 36(2).

Table 13
Size of Agricultural Committees in
Alberta County Systems

Size of committee	Number of counties
3	6
4	5
5	6
6	0
7	11
8	0
9	2

Table 14

Composition by Population of Alberta Counties and
Towns and Villages Included for School Purposes

County system identifier	County pop.	No. of coun- cillors	Average pop. of electoral division	Pop. of T/V incl. for school purposes	Avg. no. of T/V	Avg. pop. of each T/V
a	10,964	7	1,566	6,008	5	1,202
b	8,697	11	791	2,317	4	579
c	5,872	5	1,174	2,386	5	477
d	4,330	11	394	2,759	6	458
e	5,977	7	854	4,699	10	470
f	8,392	7	1,185	5,928	2	1,976
g	6,687	7	955	4,146	4	1,037
h	5,898	9	655	1,486	4	372
i	5,591	7	799	4,733	5	947
j	4,386	9	487	3,684	4	921
k	9,506	7	1,358	3,935	3	1,312
l	5,640	9	627	848	4	212
m	10,294	7	1,471	5,231	6	872
n	4,324	7	618	1,619	3	540
o	7,910	7	1,130	3,764	5	753
p	4,104	9	456	1,911	3	637
q	12,943	7	1,849	4,376	6	729
r	6,009	7	858	3,053	4	763
s	8,285	7	1,184	2,085	8	261
t	8,435	7	1,191	426	1	426
u	5,528	7	790	2,432	5	486
v	5,467	7	781	2,889	2	1,445
w	16,185	5	3,237	4,277	1	4,277
x	6,149	9	683	2,138	2	1,069
y	6,710	7	959	775	1	775
z	4,028	7	575	1,617	4	404
aa	3,227	7	461	2,239	3	746
bb	8,367	7	1,195	6,416	7	917
cc	8,656	7	1,237	6,488	5	1,298
dd	5,052	7	724	1,929	6	322
Average	7,121	7.5	954	3,220	4.3	754

NOTE: It should be recognized that there are some towns and villages (e.g., St. Paul) not included in counties for school purposes, and that if the population of these urban areas were calculated, there would be a different ratio between rural-urban populations even in the rural parts of the province.

purposes is 3,220. The average size of an electoral division in a county is 954 and the average size of a town or village included for school purposes is 754. The average number of electoral divisions in a county is 7.5 and the average number of towns and villages in a county is 4.3.

SUMMARY OF CHAPTER 2

By January 1, 1969 a total of thirty-one county systems were established throughout Alberta. The electors in only one of these counties defeated a plebiscite to retain the county form of local government.

Most of the county councils in Alberta appointed a municipal committee that consisted of all of the members of the council.

An amendment to the County Act in 1969 provided for an increased number of town and village representatives on county school committees.

Nearly half of the county councils in Alberta appointed the council as a whole to serve on the agricultural committee.

The court of revision in each county system was composed of five members of the county council.

Chapter 3

INTERNAL ORGANIZATION OF COUNTY COUNCILS IN ALBERTA

The purpose of this chapter is to present in some detail the internal organization of county councils in Alberta. Attention will be given to powers and duties of committees, use of sub-committees, use of ad hoc committees, representations made from the county council or any of its committees, types of administrative and supervisory positions, and support staff employed in county offices.

POWERS AND DUTIES OF COMMITTEES

The County Act provides for the establishment of a municipal committee and a school committee. The purpose of such committees is to exercise on behalf of the county council

. . .all the duties and powers that are conferred upon or exercised by a council or a board under The Municipal Government Act or The School Act, except the powers

- (a) to borrow money
- (b) to pass a by-law
- (c) to do such other things as may by by-law be reserved from time to time to the county council, and
- (d) to do such other things as may be specified from time to time by the Lieutenant Governor in Council.⁴⁶

However, the county council

⁴⁶The County Act, Revised Statutes of Alberta, 1955, Section 20.

. . .has and shall exercise all the rights, powers, privileges, duties and functions conferred on

- (a) a council by The Municipal Government Act and The Municipal Election Act of municipal matters, and
- (b) a board of trustees of a school division by The School Act in respect of school matters.⁴⁷

Each year the municipal committee and the school committee submit separate budget estimates to the county council. Estimates submitted by the committees may be reduced, increased or returned for further consideration and when the final estimates are approved, the county council adopts the budget. Representatives from towns and villages, included in the county for school purposes, that are appointed to the school committee

. . .exercise the rights, privileges and powers of a member of the county council when the business before the council lies within the school committee portion of the budget of the county or concerns a matter governed by The School Act.⁴⁸

Once the county council adopts the budget it becomes the responsibility of each committee to administer and to expend the portion of the budget allotted to them.

THE MUNICIPAL COMMITTEE

The municipal committee, in the administration of municipal affairs, often finds it necessary to appoint sub-committees and ad hoc committees.

⁴⁷Ibid., Section 13. ⁴⁸Ibid., Section 22(2).

Sub-committees

Sub-committees are appointed for the purpose of being responsible for some particular aspect of municipal committee work for an entire year of operation. The areas for which sub-committees have been established include public works, personnel, shop, finance, municipal planning, municipal handbook, safety, purchasing, and buildings and maintenance. Table 15 is a summary of the number of county systems employing sub-committees for municipal committee work.

Ad Hoc Committees

Ad hoc committees are appointed for the purpose of investigating a particular problem or matter that cannot be adequately dealt with during the regular meeting of the municipal committee. Once the ad hoc committee reports its findings or makes its recommendations to municipal committee, it is disbanded and no longer continues to function. Table 16 is a summary of the number of times ad hoc committees were established for municipal purposes in one particular year of operation.

THE SCHOOL COMMITTEE

The school committees in a number of county systems have found it necessary to appoint sub-committees and ad hoc committees to assist in the administration of educational matters.

Sub-committees

Sub-committees are appointed by the school committee for the purpose of being responsible for some particular aspect of school operation. Some of the areas for which sub-committees have been

Table 15

Use of Sub-committees for Municipal Committee Work

Name of sub-committee	Number of counties
Public works	13
Personnel	4
Shop	7
Finance	10
Municipal planning	2
Municipal handbook	1
Safety	5
Purchasing	1
Buildings and maintenance	2

Table 16

Use of Ad Hoc Committees for Municipal Committee Work

Number of times in one year	Number of counties
0 - 4	18
5 - 9	4
10 or more	8

established by school committees are building and maintenance, salary negotiation, transportation, finance, policy handbook, teacher housing, information evaluation, and purchasing. The number of school committees establishing such committees is shown in Table 17.

Ad Hoc Committees

School committees have often found it necessary to appoint ad hoc committees to investigate or report upon educational problems or matters that cannot be normally dealt with during regular meeting time. The number of times that school committees appointed ad hoc committees in one particular year of operation is shown in Table 18.

REPRESENTATIONS TO OTHER AGENCIES OR BOARDS

County councils and school committees make representation to other agencies and boards in which they have an interest and concern. Representation from the municipal committee was not discernible apart from the county council. Representation to other agencies and boards from the county council is shown in Table 19. School committee representation to other agencies and boards is shown in Table 20.

ADMINISTRATIVE AND SUPERVISORY POSITIONS

Administrative and supervisory staff employed in Alberta county systems may be classified as central office personnel or field service personnel. The types of supervisory and administrative positions in Alberta county systems are shown in Figure 2.

Table 17

Use of Sub-Committees by the School Committee

Name of sub-committee	Number of school committees
Building and maintenance	17
Salary negotiation	25
Transportation	11
Finance	8
Policy handbook	4
Teacher housing	4
Information evaluation	1
Purchasing	1
Others	5

Table 18

Use of Ad Hoc Committees by the School Committee

Number of ad hoc committees	Number of school committees
0 - 4	17
5 - 9	6
10 or more	7

Table 19

Representation from County Councils to Other
Agencies and Boards

Name of agency or board	Number of county councils
Regional planning	30
Health unit(s)	30
Hospital board(s)	30
Foundations (e.g., senior citizen's homes)	30
Seed cleaning plants	26
Civil defense	30
Farm purchase advisory boards	18

Table 20

Representation from School Committees to Other
Agencies and Boards

Name of agency or board	Number of school committees
School administrators' association	6
A.S.T.A. zone	30
Other	5

FIGURE 2

ADMINISTRATIVE AND SUPERVISORY POSITIONS IN
ALBERTA COUNTY SYSTEMS

	CENTRAL OFFICE										FIELD SERVICES							
County system identifier	Municipal secretary	Asst. secr'y (municipal)	Asst. secr'y (school)	Asst. secr'y (mun./school)	Office manager	Purchasing agent	Superintendent (local)	Superintendent (provincial)	Assistant superintendent	Supervisor - instruction	Supervisor - maintenance	Maintenance foreman	Supervisor - school bus	Bus shop foreman	Supervisor - public works	Heavy equip. shop foreman	Road constr. foreman	Agricultural fieldman
a	x		x					x	x		x				x	x	x	x
b	x		x					x	x		x		x	x	x	x	x	x
c	x		x					x			x					x	x	x
d	x		x					x			x		x		x		x	x
e	x		x					x		x		x				x	x	x
f	x		x					x	x		x		x		x	x	x	x
g	x	x	x					x	x			x				x		x
h	x		x					x		x					x	x	x	x
i	x			x				x				x			x	x		x
j	x		x					x							x		x	x
k	x		x					x				x			x	x	x	x
l	x			x			x		x						x		x	x
m	x		x					x	x	x		x			x			x
n	x			x				x			x				x			x
o	x	x	x					x		x	x				x	x	x	x
p	x			x				x							x	x	x	x
q	x	x	x		x			x	x		x				x		x	x
r	x		x					x		x	x		x		x			x
s	x		x					x				x		x		x		x
t	x			x				x			x				x		x	x
u	x		x					x						x		x	x	x
v	x			x				x	x							x	x	x
w	x	x	x					x			x		x		x	x	x	x
x	x		x					x			x					x	x	x
y	x			x				x		x		x			x			x
z	x		x					x		x	x				x	x	x	x
aa	x		x					x		x		x		x				x
bb	x			x		x		x			x		x		x	x	x	x
cc	x			x				x		x		x		x		x		x
dd	x			x				x	x		x					x		x
	30	4	20	10	1	1	1	29	9	9	16	9	7	5	20	20	18	30

Central Office Personnel

The municipal secretary, formerly known as the secretary-treasurer, is considered to be the key figure in county administration. Other officials are employed as required to assist the municipal secretary in conducting the business of the county council or any of its committees.⁴⁹ The superintendent of schools, unless locally employed, is appointed by the Department of Education.

Municipal secretary. The County Act specifies that the municipal secretary is the person "in whom all the rights, duties, privileges and powers of the municipal secretary of the municipal district and the secretary of a school division are vested."⁵⁰ It is the responsibility of the municipal secretary to record minutes of all meetings of the county council or any of its committees. All county administrative and supervisory personnel, except those specifically assigned to the superintendent of schools, are directly responsible to the county council or any of its committees through the municipal secretary.

Superintendent of schools. The superintendent of schools, whether provincially or locally employed, was considered to be the chief educational advisor to the school committee in each of the county systems. In one county system a provincially employed superintendent was appointed as the chief executive officer of the school committee. In 1969 only one county system had locally appointed a superintendent of schools. The superintendent works cooperatively with the municipal

⁴⁹Ibid., Section 14(b). ⁵⁰Ibid., Section 14(a).

secretary and the assistant secretary for school affairs in any matters concerning the proper business of the school committee.

Assistant secretary. The assistant secretary position was found to have three different job descriptions. Four counties had appointed an assistant secretary for municipal matters and an assistant secretary for school affairs. Ten counties had appointed an assistant secretary for both municipal and school affairs. Sixteen counties had appointed an assistant secretary for school affairs only. Of the 20 counties having an assistant secretary for school affairs, only 14 assistant secretaries attended the meetings of the school committee.

Office manager. An office manager was employed in only one county system. The office manager was responsible for the supervision of clerical and stenographic support staff in the county office.

Purchasing agent. A purchasing agent was employed in only one county system. The purchasing agent was responsible for ordering and receiving items purchased by the county council or any of its committees.

Assistant superintendent. An assistant superintendent was employed in nine county systems. The assistant superintendent was responsible to the school committee through the superintendent of schools and was considered to be a line officer.

Supervisor of instruction. A supervisor of instruction was employed in nine county systems. The supervisor of instruction was responsible to the school committee through the superintendent of

schools and was considered to be a staff officer.

Field Service Personnel⁵¹

Supervisor of maintenance. A supervisor of maintenance was employed in 16 county systems. The school committee holds the supervisor of maintenance responsible for the maintenance and janitorial services of school plants, and the county council holds the supervisor of maintenance responsible for the maintenance of all other county buildings.

Maintenance foreman. A maintenance foreman was employed in nine county systems that did not have a supervisor of maintenance. In each case the maintenance foreman was responsible to the school committee for the maintenance of school buildings.

School bus supervisor. Of the 19 county systems that owned school buses, seven county school committees employed a school bus supervisor to be responsible for the conveyance of school children.

Bus shop foreman. A bus shop foreman was employed in five county systems that owned school buses. The bus shop foreman was responsible to the school committee for the maintenance of school buses.

Supervisor of public works. A supervisor of public works was

⁵¹The questionnaire used in this study was not designed to secure detailed information about the line and staff organization of county employees. For a general view of the relationship, see Figure 3 on page 58.

employed in 20 county systems. The supervisor of public works was responsible to the county council or the municipal committee for road maintenance programs, road construction and the allocation and use of heavy equipment for public works.

Heavy equipment shop foreman. A heavy equipment shop foreman was employed in 20 county systems to be responsible for the maintenance of all heavy equipment used for public works.

Road construction foreman. A road construction foreman was employed in 18 county systems to be responsible for the construction of roads.

Agricultural fieldman. An agricultural fieldman was employed in each county system and was directly responsible to the agricultural committee of the county council for matters concerning weed control, agricultural pests, soil conservation, and projects agreed upon between the county and the Department of Agriculture.

CLERICAL AND STENOGRAPHIC SUPPORT STAFF

The number of clerical and stenographic support staff employed in county offices is shown in Table 21. The average number of such support staff per county office was 5.0 for full-time employees and 0.3 for part-time employees.

Table 21

Number of Clerical and Stenographic Support Staff
in Alberta County Offices

County system identifier	Clerical and stenographic support staff	
	Full-time	Part-time
a	8	0
b	5	1
c	3	1
d	6	0
e	5	0
f	6	1
g	6	0
h	5	0
i	6	0
j	3	0
k	6	3
l	3	1
m	9	0
n	3	0
o	5	0
p	5	0
q	4	0
r	5	0
s	4	0
t	5	1
u	3	0
v	5	0
w	5	0
x	7	0
y	5	0
z	4	1
aa	3	1
bb	6	0
cc	8	0
dd	4	0
Average	5.0	0.3

SUMMARY OF CHAPTER 3

The municipal committee and the school committee of the county council generally appoint a number of sub-committees and ad hoc committees. Sub-committees are established to be responsible for major time-consuming aspects of committee work. Ad hoc committees are appointed to investigate some particular problem or matter that cannot be dealt with adequately during regular meeting time.

The county council and the school committee often find it necessary to appoint representatives to other local agencies and boards in which they have a direct interest.

An appropriate number of necessary clerical and stenographic support staff and administrative and supervisory personnel are usually employed to carry out the business and operational aspects of the county council or any of its committees.

Chapter 4

CHARACTERISTICS OF THE COMPOSITION AND INTERNAL ORGANIZATION OF ALBERTA COUNTY SYSTEMS

The purpose of this chapter is to relate characteristics of the composition and internal organization of county systems established from 1951 to 1969 in Alberta. An organizational chart for a typical Alberta county system will also be presented.

COMPOSITION OF COUNTY SYSTEMS

In the period 1951 to 1960, twelve counties were established in Alberta. Of these twelve counties, two counties had eleven electoral divisions, five counties had nine electoral divisions, and five counties had seven electoral divisions. From 1961 to 1970, another nineteen counties were incorporated throughout the province. Of these nineteen counties, seventeen counties had seven electoral divisions and two counties had five electoral divisions. Thus, it is evident that the average number of electoral divisions in an Alberta county system is seven.

The number of electoral divisions in a county is related to the total area that is included in the county. Examination of Table 3 on page 21 indicates that the seven counties having more than seven electoral divisions range in area from 43.6 townships to 80.9 townships. The average size of an Alberta county is 41.0 townships.

Density of population does not appear to be a factor in establishing the number of electoral divisions in a county. The two counties having eleven councillors range in population from 4,330 to 8,697. The five counties having nine councillors range in population from 4,104 to 6,147. The twenty-one counties having seven councillors range in population from 3,227 to 12,943. Finally, the two counties having five councillors range in population from 5,872 to 16,185. The average population of a county system is 7,121.

COMPOSITION OF MUNICIPAL COMMITTEES

The municipal committee in twenty-five of the county systems in Alberta consists of all members of the county council. In the remaining five county systems, only about half of the county council members are appointed to the municipal committee.

COMPOSITION OF SCHOOL COMMITTEES

There are three characteristics that can be noted for the composition of school committees in Alberta county systems. Firstly, the number of county councillors appointed to the school committee in each county has not changed appreciably. Twenty-five county councils appoint the council as a whole to serve on the school committee and only five county councils appoint a part of the council to serve on the school committee. These same five counties appoint only a part of the council to the municipal committee and were also amongst the first eight county systems to be incorporated in the province.

Secondly, there has been a major change in the representation

afforded to towns and villages, included within a county for school purposes, on the school committee. Prior to the amendment of Section 16(a) of the County Act, representation from towns and villages on the school committee was limited to a maximum of three representatives and under special circumstances to a total of five representatives.⁵²

After the amendment of Section 16(a) of the County Act in 1969, the number of town and village representatives that can be appointed to the school committee is equal to the number of electoral divisions in the county. Since this legislation has been passed, all the towns and villages in 28 county systems have direct representation on the school committee. Prior to this time, only the towns and villages in 10 counties had direct representation on the school committee all of the time. At present only two counties have towns and villages on a system of rotation for representation on the school committee.

The increase in the number of representatives from towns and villages on the school committee has raised the average size of the school committee from 9.5 member to 11.0 members. Under the present legislation a school committee could possibly have a total of 22 members if the county had 11 electoral divisions and 11 towns and villages included within the county for school purposes.

And thirdly, the number of county councillors serving on school committees that have had experience as school divisional trustees (9.4 per cent) as compared to those that had experience as municipal district

⁵²See discussion of town and village representation on page 26 in Chapter 2.

councillors (45.5 per cent) is in the ratio of one to five.

INTERNAL ORGANIZATION OF COUNTY COUNCILS

The Municipal Committee

In general, there are four aspects of municipal committee work that apparently require special attention. Sub-committees for public works, finance, shop (i.e., heavy equipment maintenance), and safety are found in a number of counties.

Ad hoc committees are usually appointed to investigate and to report on special problems or complaints which the municipal committee must act upon.

The School Committee

The school committee of a county council usually finds it necessary to appoint more sub-committees than does the municipal committee. The survey showed that 76 sub-committees were established by school committees as compared to 44 sub-committees by the municipal committee.⁵³ Sub-committees were established for building and maintenance, salary negotiation, transportation, finance, policy handbook and teacher housing, in a number of counties.

The appointment of ad hoc committees for school committee matters is about the same as the appointment of ad hoc committees for municipal committee work.⁵⁴

⁵³ These figures are reported in Table 15, page 42, and Table 17, page 44.

⁵⁴ The number of times ad hoc committees were established for municipal committee work and school committee matters is shown in Table 15, page 42 and Table 18, page 44.

A TYPICAL ALBERTA COUNTY SYSTEM

An organization chart of a typical county system in Alberta is shown in Figure 3. A brief description of a county system is given below.

County Council

The members of the county council are elected in accordance with the Municipal Election Act.⁵⁵ Each year one member of the county council is elected as reeve by the county council members. The reeve acts as the chief executive officer of the county and has all the rights, duties, privileges and powers as a reeve of a municipality and the chairman of a school divisional board.

The reeve, councillors and electors of every county formed "are a body corporate and subject to all the liabilities of a corporation."⁵⁶ As a corporation, the county council:

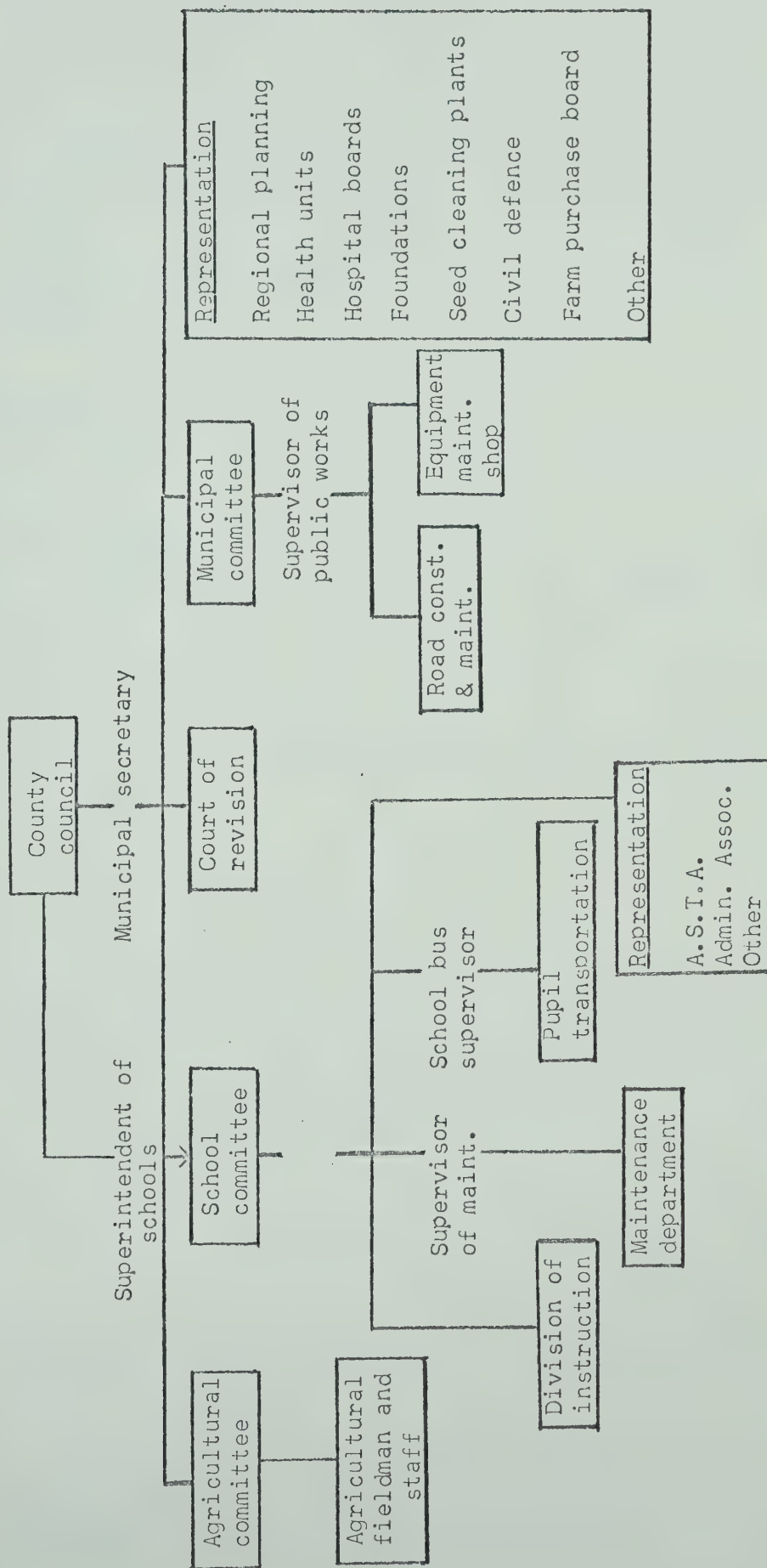
- (a) may acquire, hold and alienate both real and personal property for all municipal and school purposes,
- (b) has perpetual succession,
- (c) may sue and be sued, implead and be impleaded, answer and be answered unto in all courts and in all actions, causes and suits at law and in equity whatsoever,
- (d) shall have a common seal and may alter and modify the same at pleasure,
- (e) is capable of receiving by donation and acquiring holding, disposing of and conveying any property, real or personal, for any purpose within its corporate powers,
- (f) is capable of becoming a party to any contracts or agreements within the powers of a municipal district, school district or school division, and
- (g) is capable of acting by the council.⁵⁷

⁵⁵The County Act, op. cit., Section 9a.

⁵⁶Ibid., Section 9a(1). ⁵⁷Ibid., Section 9a(2).

FIGURE 3

ORGANIZATIONAL CHART OF A TYPICAL COUNTY SYSTEM IN ALBERTA



NOTE: While the Superintendent of Schools works with the school committee, he reports on some matters to the county council.

In order to efficiently conduct the business of the county, a county council must appoint a municipal secretary and other officials as may be necessary. In addition, the county council must appoint a municipal committee, a school committee, an agricultural committee, and a court of revision.

Municipal Committee

The county council must appoint a municipal committee consisting of not less than three members of the council. In Alberta, it has been the practice of county councils, except in five county systems, to appoint the council as a whole to the municipal committee.

A number of county systems employ a supervisor of public works to be responsible for road construction and maintenance, and repair of public works equipment.

School Committee

The school committee, appointed each year by the county council consists of members of the county council as well as representatives from towns and villages, and rural school districts outside the outer boundaries of the county that are included within the county for school purposes. It has been the practice in all Alberta county systems, except five, to appoint all the members of the county council to the school committee. The number of town and village representatives that can be appointed to the school committee is limited to the number of electoral divisions in the county.

The superintendent of schools, whether provincially or locally employed, is regarded as the chief educational advisor to the school

committee.

County systems that own school buses usually employ a school bus supervisor to be responsible for pupil transportation. A supervisor of maintenance is generally employed by the school committee to be responsible for the maintenance of school buildings.

Agricultural Committee

The agricultural committee is appointed by the county council in accordance with the Agricultural Service Board Act. The committee may not consist of less than three members of the county council. The average number of county councillors appointed to the agricultural committee is 5.6.

An agricultural fieldman is employed by the agricultural committee to be responsible for any matters concerning the farming industry within the county system.

Court of Revision

A court of revision must be established in each county system in accordance with the Municipal Taxation Act. The court of revision must not have more than five members. It has been the practice in Alberta county systems to appoint five members of the county council to the court of revision.

SUMMARY OF CHAPTER 4

Chapter 4 outlines the characteristics of the composition and internal organization of county systems in Alberta. The typical county system in Alberta has seven electoral divisions, a population of about 7,100, encompasses an area of about 40 townships, and appoints a school committee and a municipal committee to administer the school affairs and the municipal matters within the county. The school committee, in most county systems, has a membership consisting of all the county councillors and representatives of towns and villages included within the county for school purposes. The municipal committee is composed of the whole county council except in a few county systems. An organizational chart in Chapter 4 shows the relationship of the county council to the various committees and administrative and supervisory staff.

Chapter 5

ANOMALIES AND INEQUITIES OF THE ALBERTA COUNTY SYSTEM

One of the purposes of this study was to investigate whether any anomalies and inequities existed in the county system of local government in Alberta. It is the purpose of this chapter to relate the findings of the study in this regard.

PROBLEMS OF COUNTY COUNCIL MEMBERSHIP ON THE SCHOOL COMMITTEE

Prior to 1970, the County Act stated that a person who was an elector of a separate school district not included within the county for school purposes, was not eligible to be appointed to the school committee. In 1970, the Act was further amended so that a person who was an elector of any school district not included within the county for school purposes was not eligible to serve on the school committee. However, a person in either case above could, if he lived in the rural fringe of a town or village school district, become a county councillor. As a member of the county council, such a person could not be a member of the school committee in the legal sense, but could by virtue of the County Act vote as any other councillor or town and village representatives on the school committee when the annual estimates for school expenditures were adopted as part of the county budget. He could also vote to restrict the powers of the school committee under Section 20(d)

of the County Act, and then exercise those powers. The number of county councillors that were electors of school districts not included in the county for school purposes is shown in Table 22.

The above problem is intensified if a county councillor, who is an elector of a school district not included within the county for school purposes, but who is a councillor by virtue of his municipal residence, is elected reeve of the county. The reeve, under these circumstances, although he is the chief executive officer of the county council by provincial statute, may not be a member of the school committee other than in an ex officio capacity.

PROBLEMS OF TOWN AND VILLAGE REPRESENTATION ON THE SCHOOL COMMITTEE

Prior to the amendment of Section 16(a) of the County Act in 1969, the number of town and village representatives that could be appointed to the school committee was restricted to three and under special circumstances was limited to five. This meant that electors from towns and villages in 20 county systems throughout Alberta did not have direct representation all of the time on school committees of county councils, as they previously enjoyed with the former school divisional board.

Even with the amendment of Section 16(a) of the County Act in 1969, the number of town and village representatives that can be appointed to the school committee is limited to the number of electoral divisions in the county. A system of rotation is necessary at the present time for town and village representation on the school

Table 22

Number of County Councillors that Are Electors of
School Districts not Included Within
the County for School Purposes

Type of school district	Number of councillors
Public rural	0
Separate rural	3
Public village	1
Separate village	0
Public town	1
Separate town	0
Consolidated	1

committee in two county systems.

Although the amendment of Section 16(a) of the County Act helped eliminate the problem of direct representation to the school committee for many towns and villages in Alberta county systems, it created another situation of equal concern. School committees in 18 county systems have more than 10 members. The large membership on the school committee in many county systems is considered to be unwieldy. The total possible size of school committee under present provisions of the County Act is 22 members.

PROBLEMS RELATING TO THE RIGHTS OF SCHOOL ELECTORS

Some of the criticism levied against the County Act before and after it was passed in 1951 centers around the political inequalities of the county system. Hodgson points out that:

. . .the county system does not properly accommodate the separate school system of this province. Nor does it take into account the fact that town and village school district boundaries are not co-terminous with town and village municipal boundaries.⁵⁸

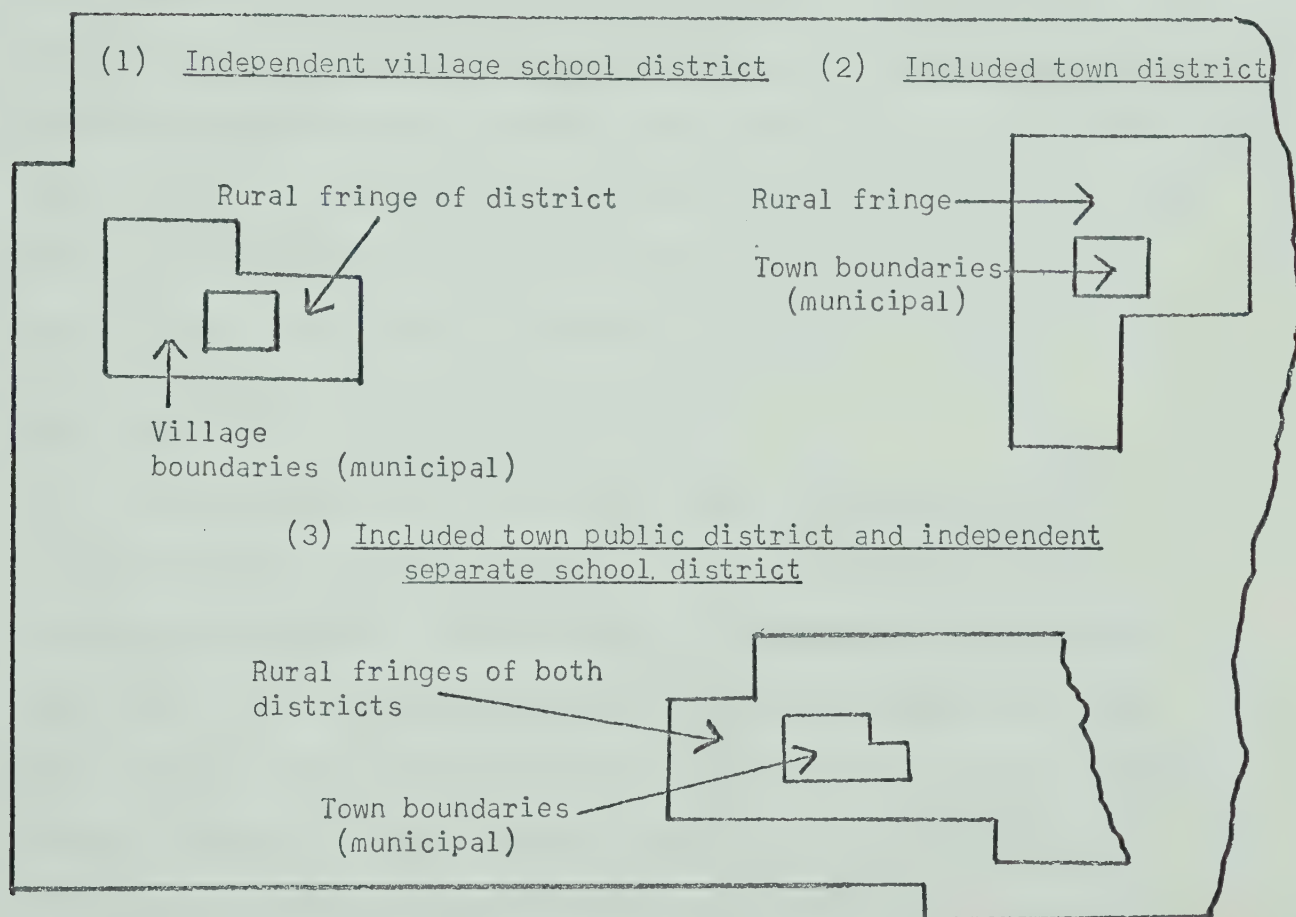
To demonstrate some of the inequities of the county system Hodgson illustrates three different kinds of school situations in an imaginary county as shown in Figure 4. A brief discussion of each illustration in Figure 4 is given below.

Case One

In number (1) of the imaginary county, the boundaries of a municipal village and an independent village school district are shown.

⁵⁸E. D. Hodgson, "The Alberta County--Paradox, Irony, Discrimination," Alberta Education Council Newsletter, No. 33, January, 1970, p. 5.

FIGURE 4

THREE KINDS OF SCHOOL SITUATIONS IN AN IMAGINARY COUNTY^a

^aFrom E. D. Hodgson, "The Alberta County System--Paradox, Irony, Discrimination," Alberta Education Council Newsletter, No. 33, January, 1970, p. 5.

In this case, the village would have its own municipal council and the independent village school district would have its own school board. Because school and municipal boundaries are not co-terminous, those residents who live within the rural fringe of the village school districts would have direct representation on the school board of the independent village school district and on the county council. Thus, such residents would have representation on a county council that has direct control over the educational matters in a school jurisdiction in which they should have no interest.

Case Two

If an independent town school district joins a county for school purposes as shown in number (2) of Figure 4, the town as a municipality may elect a person that can be appointed to the school committee in accordance with Section 16(a) of the County Act. The town school elector, in some instances, does not enjoy the same rights and privileges as a school elector living in the rural fringe of the town school district or any other part of the county.

First, the town school elector votes for a town representative that may or may not be appointed to the school committee. This would occur if there are more towns and villages included in the county for school purposes than there are electoral divisions in the county.

Second, the town school elector cannot vote for or against the county form of government if a plebiscite is held. Town school electors do not have the right by present legislation to opt out of the county. In other words, town school electors have no direct voice in

whether a county system would revert to its former status of a municipality and a school division.

And third, the town school representatives are only members of the school committee and are not in possession of the full powers held by county councillors or former school divisional trustees. Section 20(1)(c) of the County Act stipulates that the county council passes all money by-laws and may reserve unto itself any matters by passing a by-law. The survey showed that three county councils passed by-laws pertaining to matters that would ordinarily be considered business of the school committee.

Case Three

In situation (3) of Figure 4, the separate school elector living within the rural fringe of the separate school district has direct representation on the county council and on the separate school board. However, there are at least three instances where separate school electors would have concern about the affairs of the school committee of the county. First, if the separate school district was to be included within the county for school purposes. Second, if the annual requisition by the school committee demanded a proportion of the expected municipal requisition of which there would be direct benefit to the separate school supporters that are included within the county for municipal purposes. And third, if the county council transferred operational funds of the municipal committee to the school committee during any year of operation. It has been the occasional practice in a few county systems to channel part of the municipal tax dollar into

the public school sphere. This practice may have a tendency to increase in the future in order to avoid a plebiscite to levy additional taxes for school purposes in county systems.⁵⁹

A summary of some of the political rights afforded to electors in Alberta county systems by place of residence is shown in Figure 5. From Figure 5 it is possible to see various gradations of these political rights as illustrated in Figure 6.

PROBLEMS RELATING TO OPERATIONAL MATTERS OF THE SCHOOL COMMITTEE

The school committee of the county council has the responsibility to administer the educational affairs of the county in accordance with the School Act. However, there have been instances where the county council has passed motions pertaining to what is normally the proper business of the school committee. The number of times that a county council has passed such motions in a five-year period is shown in Table 23, page 72. In each case the motions described pertained to emergent school business that could possibly not wait until the next regular meeting of the school committee. A total of eight systems had passed, at least once, a motion dealing with the regular business of the school committee.

County councils, on other occasions, have overruled properly executed decisions made by the school committee. The number of times that this happened in a five-year period of operation is shown in

⁵⁹The 1970 regulations of the Department of Education have placed a ceiling on the amount of supplementary requisition that may be assessed for school expenditures.

FIGURE 5

POLITICAL RIGHTS OF ELECTORS IN ALBERTA COUNTY
SYSTEMS BY PLACE OF RESIDENCE

	ELECTORS IN			
	Rural fringe of incl. T/V district	Incl. T/V district	Rural fringe of independent T/V district	Consolidated or indepen- dent rural district
May vote upon continuation of a county	Yes	No	Yes	Yes
May stand for office as county councillors	Yes	No	Yes	Yes
May stand for office as school comm. member only	N/A	Yes	N/A	N/A
May vote for county councillors	Yes	No	Yes	Yes
May vote for school comm. member only	N/A	Yes	N/A	N/A
May always have direct represen- tation	Yes	No	Yes	Yes
May vote upon school debenture by-laws:				
(a) for the county	Yes	Yes	Yes	Yes
(b) for his own school juris- diction	N/A	N/A	Yes	Yes
May vote upon school supple- mentary requisitions:				
(a) in the county	Yes	Yes	Yes	Yes
(b) for his own school juris- diction	N/A	N/A	Yes	Yes

FIGURE 6

GRADATIONS OF POLITICAL RIGHTS OF ELECTORS IN ALBERTA
COUNTY SYSTEMS BY PLACE OF RESIDENCE

Gradations of political rights	Classification of electors by place of residence	Specific examples of political rights
Class One: The fewest	Electors of included towns and villages	<ol style="list-style-type: none"> 1. No vote on continuation of a county 2. Represented on school committee, only, then some- times in rotation with other towns and villages 3. Represented by school committee members who lack real powers of county councillors 4. May vote on school debenture by-laws and supple- mentary requisitions
Class Two: The usual or normal ^a	Electors of rural districts in the county and of the rural fringes of included T/V districts	<ol style="list-style-type: none"> 1. May vote on continuation of county 2. May stand for office as county councillor 3. May sit as school committee member 4. Always have direct representation on county council 5. May vote on school debenture by-laws and supple- mentary requisitions
Class Three: The extra privileged	Electors in the rural fringes of independent T/V districts, public or separate	<ol style="list-style-type: none"> 1. May vote on continuation of county 2. May stand for office as county councillor 3. Always have direct representation on county council 4. May vote on county debenture by-laws and school district debenture by-laws 5. May vote on county supplementary requisitions and school district supplementary requisitions 6. May vote for a trustee in his own school district or may be one

^aThe usual or normal is a comparison here with what occurs in school divisions or other school jurisdictions--the right to vote in one jurisdiction, to hold office in one jurisdiction, and to be represented directly at all times on a school board.

Table 23

Number of Times a County Council has Passed Motions
Pertaining to Proper Business of the School
Committee Within the Past Five Years

County system identifier	Number of times	Counties in which the business was emergent
a	0	
b	1	x
c	0	
d	0	
e	1	x
f	0	
g	1	x
h	0	
i	0	
j	2	x
k	0	
l	0	
m	2	x
n	8	x
o	0	
p	0	
q	0	
r	10	x
s	0	
t	0	
u	1	x
v	0	
w	0	
x	0	
y	0	
z	0	
aa	0	
bb	0	
cc	0	
dd	0	

Table 24. In each of three cases recorded, the representatives from towns and villages included within the county for school purposes were not present.

SUMMARY OF CHAPTER 5

In Chapter 5 a discussion of four major problem areas of the Alberta county system was given. First, the problems of county council membership on the school committee are related. County councillors that are electors of school districts not included within the county for school purposes may not be appointed to the school committee.

Second, the problems of town and village representation on the school committee were discussed. The number of town and village representatives that can be appointed to the school committee is equal to the number of electoral divisions in the county.

Third, the problems relating to the rights of school electors were noted. Town and village school electors, in some instances, do not have the same rights and privileges as electors living in the rural parts of the county.

And fourth, the problems relating to operational matters of the school committee are also noted. County councils, on occasion, have dealt with proper business of the school committee, and have overruled properly executed decisions of the school committee without having done so under the authority of a properly executed by-law.

Table 24

Number of Times a County Council Overruled a Decision Made by the
School Committee Within the Past Five Years

County System identifier	Number of times	Number of T/V representatives present
a	0	
b	1	0
c	0	
d	0	
e	0	
f	0	
g	0	
h	0	
i	0	
j	0	
k	0	
l	0	
m	0	
n	1	0
o	0	
p	0	
q	0	
r	0	
s	0	
t	0	
u	0	
v	1	0
w	0	
x	0	
y	0	
z	0	
aa	0	
bb	0	
cc	0	
dd	0	

Chapter 6

SUMMARY AND CONCLUSIONS

The purpose of this study was to survey the present composition and internal organization of Alberta county councils, to note the characteristics of the composition and internal organization of county systems, and to relate any anomalies and inequities that might exist in the county form of local government. This chapter provides a summary of the study, states conclusions arising from the study, and gives suggestions for further related studies.

SUMMARY OF FINDINGS

A total of thirty-one counties have been established throughout Alberta since 1951. Only one of these county systems has reverted to its former status of a municipality and a school division.

The members of the county council are elected in accordance with the Municipal Election Act. Each year one member of the county council is elected as reeve by the county council members. The reeve acts as chief executive officer of the county and has all the rights, duties, privileges and powers as a reeve of a municipality and the chairman of a school divisional board.

At present, two counties have eleven councillors, five counties have nine councillors, twenty-one counties have seven councillors, and two counties have five councillors. The survey showed that 45.5 per cent of the county councillors that were in office had previously

served as municipal district councillors and 9.4 per cent of the county councillors had served as school divisional trustees.

The County Act stipulates that a county council must appoint a municipal committee consisting of not less than three members of the council. In Alberta, it has been the practice of county councils, except in five county systems, to appoint all members of the council to the municipal committee.

The school committee of the county council is composed of not less than three members of the council as well as representatives from towns and villages, and rural school districts outside the outer boundaries of the county, that are included within the county for school purposes. The practice has been in all Alberta county systems, except five, to appoint all the members of the county council to the school committee. The number of town and village representatives that can be appointed to the school committee is now limited to the number of electoral divisions in the county. Any person who is an elector of a school district that is not included in the county for school purposes is not eligible to be elected or appointed to the school committee. The average size of a school committee is eleven members.

Although the County Act provides specifically for the establishment of a municipal committee and a school committee, provision is made to establish committees found in other acts. The agricultural committee and the court of revision are two cases in point. The agricultural committee is appointed to be responsible for all matters concerning the farming industry in the county. The court of revision is appointed to hear and deal with any complaints and appeals concerning

assessment.

Sub-committees are appointed by both the municipal committee and the school committee for the purpose of being responsible for some aspect of committee work for an entire year of operation. Ad hoc committees are usually appointed for the purpose of investigating a particular problem area or matter that cannot be adequately dealt with during the regular meeting time.

County councils and school committees make representation to other agencies and boards in which they have a direct interest. County councils appoint representatives to the boards of hospitals, foundations, regional planning commissions, farm purchase advisory councils, civil defence organizations, recreation boards, and seed cleaning co-operatives. School committees appoint representatives to the Alberta School Trustees' Zone Association and the school administrators' association within the county system.

Administrative and supervisory staff employed in county systems may be classified as central office personnel or field service personnel. The municipal secretary, formerly known as the secretary-treasurer, is considered to be the key figure in county administration. All county administrative and supervisory personnel, except those specifically assigned to the superintendent of schools, are directly responsible to the county council or any of its committees through the municipal secretary. The superintendent of schools, whether provincially or locally appointed, is regarded as the chief educational advisor to the school committee. The average number of clerical and stenographic support staff employed in county offices was five full-time employees.

Some of the criticism levied against the County Act before and after it was passed in 1961, centers on the anomalies and political inequities of the county system.

A county councillor may be an elector of a school district not included within the county for school purposes. As a member of a county council, the said councillor has direct influence on the school affairs of another school jurisdiction when the annual estimates of the school committee are being adopted as part of the county budget. The matter is further complicated if a county councillor who is an elector of a school district not included in the county for school purposes is elected reeve of the county. The reeve, as chief executive officer of the county, is an ex officio member of all committees. Yet, the County Act specifies that any person who is an elector of a school district not included in the county for school purposes may not be elected or appointed to the school committee.

The inequities of the county system relate two cases: first, to the political rights of school electors living within the municipal boundaries of towns and villages included within a county for school purposes; and second, to the political rights of county electors living within county boundaries but not school boundaries of the county.

In the first case mentioned above there are three major concerns. First, the town and village school electors are not guaranteed direct representation on the school committee all of the time if the number of towns and villages included within the county for school purposes exceeds the number of electoral divisions in the county. Second, the town and village school electors cannot vote for or against

the county form of local government if a plebiscite is held. And third, the town and village representatives that are appointed to the school committee do not possess the full powers held by county councillors or former school divisional trustees.

COMMENT

As a concluding note, the writer wishes to express the following personal set of views.

The county system has been favorably received throughout many of the rural areas of Alberta. This is evidenced by the fact that more than two-thirds of the rural population is under the county system of local government.

The major problem of the county system appears to center on the representational aspects of towns and villages on the school committee. School electors from towns and villages included in the county for school purposes have different political rights than electors living in rural parts of the county. And county electors living in the rural fringes of independent school districts enjoy more political rights in relation to schools than do ordinary county electors.

One of the distinct advantages of county administration lies in the opportunity provided for increased coordination of school and municipal services. The services of road building and maintenance for school bus routes is one example.

A major disadvantage of the county system is that county councillors are expected to be knowledgeable about all aspects of county administration. Few individuals can afford the time to satisfactorily

carry out the role of school trustee and as municipal councillor.

The inequities of the Alberta county system arise because of the existence of independent school districts--public and separate, and the lack of coterminous boundaries in towns and villages between municipal and school areas.

Should the trend in the future be to establish larger counties or even to combine two or more of the existing counties into one structure, the representational factors will likely produce the most serious problems.

The county councils of Alberta have undergone a number of changes in composition and internal organization since their incorporation, and many of the initial difficulties of the county system have been overcome.

SUGGESTIONS FOR FURTHER STUDY

During the period of the present study it became apparent that there would be at least three possibilities for further studies of the Alberta county system.

First, an historical study that would relate the events and efforts that led to the passage of the County Act in 1951.

Second, a cost analysis study that would determine if the services provided by a county system were more efficient and economical than those provided by previous forms of local government.

And third, a comparative study that would establish whether the county system of government was more responsible to local needs of rural and urban residents than previous forms of local government.

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APPENDIX A

13805 - 109 Avenue
Edmonton, Alberta
June 21, 1967

At the present time I am completing a graduate program in Educational Administration at the University of Alberta, Edmonton. As part of the work for the program, I am making a study of the composition and internal organization of Alberta county councils. This is the first time any such study has been made.

In order to collect my material, I hope to visit each county system during July and meet with the secretary-treasurer and the superintendent jointly for about two hours. The study will have its greatest value only if I can meet with the officials from every county system.

To establish a time which would be appropriate for such a visit, I have asked the secretary-treasurer to indicate to me on the attached sheet, the time and day which would be most convenient for you both. If, as I hope, you find it possible to cooperate in this project, I will confirm the date of my visit with the secretary-treasurer.

A copy of the questionnaire that I would like to use as a basis of discussion will be sent to you within the next two weeks.

Your assistance in the completion of the study will be sincerely appreciated.

Yours very truly,

Lloyd E. Symyrozum

LES/cw
Enclosure

APPENDIX B

INTERVIEW SCHEDULE

I. Please indicate for the entire month of July when an interview with you and the superintendent would be convenient.

A. During the week of July 3-8.

1. Any time during this week, Yes____, No ____.

2. Any time during this week but NOT on _____.

3. Only on _____ (day) at _____ (time).

B. During the week of July 10-15.

1. Any time during this week, Yes____, No ____.

2. Any time during this week but NOT on _____.

3. Only on _____ (day) at _____ (time).

C. During the week of July 17-22.

1. Any time during this week, Yes,____, No ____.

2. Any time during this week but NOT on _____.

3. Only on _____(day) at _____ (time).

D. During the week of July 24-29.

1. Any time during this week, Yes____, No ____.

2. Any time during this week but NOT on _____.

3. Only on _____(day) at _____ (time).

E. Other (if none of the above would be possible)

II. Name of County _____

III. Please return in the self-addressed envelope.

Thank you

APPENDIX C

QUESTIONNAIRE

Name of County _____ No. _____

Name of Person(s) interviewed 1. _____

2. _____

Position of Person(s) interviewed 1. _____

2. _____

Date of interview _____

PART A. COMPOSITION OF THE COUNTY COUNCIL

I. How many members are there on the county council? _____

II. a) How many county councillors are electors of school districts not included within the county for school purposes? (e.g., those who are from the rural fringe of an independent district) _____

b) Of such councillors (Q. II a.), how many are electors of:

- | | |
|---------------------------------------|----------|
| 1. public rural school districts? | 1. _____ |
| 2. separate rural school districts? | 2. _____ |
| 3. public village school districts? | 3. _____ |
| 4. separate village school districts? | 4. _____ |
| 5. public town school district? | 5. _____ |
| 6. separate town school district? | 6. _____ |
| 7. consolidated school district? | 7. _____ |
| 8. urban county? | 8. _____ |

c) Please give the names, addresses, and school districts of these councillors. (i.e. those who are electors of a school district not included within the county for school purposes)

- | | |
|--------------------|--------------------|
| 1. Name _____ | 2. Name _____ |
| Address _____ | Address _____ |
| School Dist. _____ | School Dist. _____ |
| _____ # _____ | _____ # _____ |
| 3. Name _____ | Name _____ |
| Address _____ | Address _____ |
| School Dist. _____ | School Dist. _____ |
| _____ # _____ | _____ # _____ |

- d) Does the reeve come from one of the districts mentioned in II b? _____

If yes, which type of district? _____

III. How many years has each of the present members of the county council served in each of the following capacities?

- | | |
|---|--|
| A. As a county councillor | G. As a county representative to a hospital board |
| B. As a reeve of the county | H. As a councillor of the former municipal district |
| C. As a member of the municipal committee | I. As reeve of the former municipal district |
| D. As chairman of the municipal committee | J. As chairman of the former school divisional board |
| E. As a member of the school committee | K. As a trustee of a school division |
| F. As chairman of the school committee | |

Name of
Councillor A B C D E F G H I J K _____

PART B. INTERNAL ORGANIZATION OF COUNTY COUNCIL

I. The Municipal Committee

- a) How many members are there on the present municipal committee? _____

b) What special (ad hoc) committees were appointed in 1966?

c) What standing (sub-committees) committees were appointed in 1966? How many councillors served on each of these committees?

II. The School Committee

- a) How many members of the county council serve on the school committee? _____
- b) What special (ad hoc) committees were appointed in 1966?

- c) What standing committees (sub-committees) were appointed in 1966? How many members from the school committee were on each of these committees?

d) How many independent school districts are included within the county for school purposes? _____

Of these independent school districts, how many are:

1. public village school districts? _____

Name of District _____#_____

Name of District _____#_____

Name of District _____#_____

2. separate village school districts? _____

Name of District _____#_____

Name of District _____#_____

3. public town school districts? _____

Name of District _____#_____

Name of District _____#_____

Name of District _____#_____

4. separate town school districts? _____

Name of District _____#_____

Name of District _____#_____

5. rural school districts included for school purposes but situated outside the boundaries of the county? _____

Name of District _____#_____

Name of District _____#_____

6. rural separate school districts within the county? _____

Name of District _____#_____

Name of District _____#_____

e) How many independent districts are there within the county that are NOT included for school purposes? _____

Name of District _____#_____

Name of District _____#_____

Name of District _____#_____

- f) What is the total population of the towns and villages included for school purposes? _____
- g) What is the total population of other towns and villages in the county? _____
- h) What is the population of the rural area of the county? _____
- i) Do any of the included village or town districts have at least 250 resident pupils? _____

If yes, give the name and number of these districts.

Name of District _____ # _____

Name of District _____ # _____

Name of District _____ # _____

- j) Do the members of the school committee who are representatives of the included town and village districts serve on a rotation basis? _____

What is the rotation system? (explain briefly)

What is the total number of town and village representatives included in the rotation system? _____

How many of these representatives are presently members of the school committee? _____

- k) Do any of the included village or town districts qualify for two representatives to be appointed to the school committee in that the number of resident pupils is in excess of 40% of the total enrolment of the county schools, exclusive of that district's enrolment? _____

If yes, give the name and number of these districts.

Name of District _____ # _____

Name of District _____ # _____

Is there additional representation on the school committee because of these circumstances?

- 1) If there are electors of separate school districts not included for school purposes on the county council, has this affected the organization of the school committee? (explain briefly)

III. Representation to Hospital District Boards

- a) How many members of the county council are appointed to serve as representatives to hospital boards? _____
- b) Please specify the number of representatives to each board.

PART C. GENERAL INFORMATION

I. Office Personnel

- a) What is the total number of office staff employed
 - i. full time? _____
 - ii. part time? _____
- b) Outline briefly, the allocation of duties to each staff member. Indicate the title, if any, for each.

II. Operational Matters

- a) Has the county council ever passed motions pertaining to what is normally the proper business of the school committee? _____

If yes, how often has this occurred in the last five years? _____

Briefly comment on the nature of the business involved in such motions.

- b) Has the county council ever overruled a properly executed decision made by the school committee? _____

If yes, were the members of the school committee who are representatives of the included towns and/or villages present? _____

How often has the county council overruled a decision of the school committee in the last five years? _____

- c) Has the county council passed any by-laws reserving unto itself any matter(s) pertaining to the organization and operation of county schools? _____

If yes, give a brief statement of the area(s) of school affairs covered by the by-laws.

III. Since the formation of the county, what major changes have taken place with respect to the

- a) composition of the county council,
b) internal organization of the county council?

IV. a) In your opinion, what are the advantages of the county system?

b) In your opinion, what are the disadvantages of the county system?

c) What changes in the County Act would you like made?

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